



# COMMONWEALTH OF MASSACHUSETTS

Emergency Management Directors

## Local Emergency Management Program Guidebook



Massachusetts  
**EMERGENCY  
MANAGEMENT  
AGENCY**



# Local Emergency Management Program Guidebook

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Don R. Boyce  
Director

April 1, 2008

It is my pleasure to introduce this Local Emergency Management Program Guidebook to the communities of the Commonwealth of Massachusetts. This reference document is the direct result of discussions I was privileged to have with emergency managers and emergency service providers since accepting the position of Director for the Massachusetts Emergency Management Agency. This effort, in large part due to a vision developed during these various conversations, was created to enhance communications and provide effective and useful work products to the emergency management community. This vision became a reality through a cooperative effort between the Massachusetts Emergency Management Agency, its Regional Offices, and our partners; the town and city emergency managers and emergency service professionals.

This Guidebook, designed and developed through the dedication and shared interest in achieving the highest standards in emergency management, is offered for your information and use. The contribution of time, knowledge, interest, and shared camaraderie that drove this effort is not only commendable, but something to be admired and duplicated.

It is my sincere wish that this successful initiative is a new beginning in a working dynamic between the Commonwealth and the local communities that combine to offer the citizens of Massachusetts the best emergency management system available.

With warm regards,

A handwritten signature in blue ink, reading "Don R. Boyce".

Don R. Boyce, Director



## Purpose of Document

This Local Emergency Management Program Guidebook was designed with two audiences in mind:

- **Emergency Management personnel** – both those who have recently been appointed to emergency management responsibilities who need a reference for what their new position entails, as well as those who are incumbent but require a quick reference for responsibilities which do not come up frequently.
- **Municipal officials** – who are considering the appointment of new or additional emergency management personnel and need an overview of the different aspects of the field of emergency management.

The guidebook is meant to be a dynamic document, which will be updated periodically, reflecting the changes to the field of emergency management in both the Commonwealth of Massachusetts and the United States. Updates to the document will be posted on the MEMA website.

With the appendices, officials will be able to access up-to-date forms and templates to assist them with both routine and once-in-a-career incidents, and relevant laws and regulations governing their roles and responsibilities.





## Executive Summary

The Local Emergency Management Program Guidebook was developed through the collaborative efforts of local emergency management personnel and the staff of the Massachusetts Emergency Management Agency. This guidebook is intended to capture best practices within the field of emergency management. Cognizant of the reality that whether you live and work in a quiet rural community, a bustling urban center, or somewhere in between – the principles of emergency management are the same. Since the end of the Cold War, the previous focus of merely protecting civilians from military attack (Civil Defense) has shifted to the continuous process by which individuals, groups and communities manage hazards in an effort to avoid or minimize the impact of disasters resulting from all-hazards (emergency management).

Carrying out emergency management functions varies from community to community. Some emergency managers wear the emergency management “hat” in addition to other emergency services (police or fire) roles and responsibilities; while some emergency managers are only tasked with emergency management roles and responsibilities. Some are unpaid volunteers, while others are compensated on a full or part-time basis. The committee that developed this guidebook was comprised of representatives from the broad spectrum of emergency management professionals throughout the Commonwealth.

This guidebook provides a brief overview of the four phases and professional activities of emergency management (mitigation, preparedness, response and recovery). The appendices provide a variety of resources for municipalities. The guidebook is intended to be used as a planning tool for those trying to develop or bolster a new or existing emergency management program, as a reference for when incidents occur, and when municipal officials and emergency management personnel want to ensure that they are not missing any essential steps in supporting their community.





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## Chapter 1

### Authority

Currently, the Massachusetts General Laws grant appointing authority to the Chief Municipal Official of a municipality. Typically this is the Mayor, City or Town Manager, or Chair of the Board of Selectman. This individual in turn appoints a Police Chief, a Fire Chief and an Emergency Management Director. Chapter 639 of the Acts of 1950 provides for the appointment of the Emergency Management Director (EMD). A copy of Chapter 639 may be found in Appendix B of this book.

Outlined in Chapter 639 are the duties of the Emergency Management Director, described as they were in 1950. There have been multiple amendments to this law and it still is the standard today. The EMD's job description for the municipality is created and approved at the local level. Appendix B contains a detailed list of both emergency and non-emergency responsibilities typically held by the EMD. This list should be evaluated for relevance and amended, as needed, to meet the needs of the municipality.

There are many common duties seen in an EMD's job description. Some of these include conducting a risk and vulnerability analysis, sheltering, resource inventory, entering into mutual aid agreements (MAA), and memoranda of understanding (MOU), and completing and maintaining the Comprehensive Emergency Management Plan (CEMP) for the municipality. The position also covers the four phases and professional activities of emergency management: mitigation, preparedness, response, and recovery. One of the EMD's major roles is to promote and assist in forming a team approach among the various municipal departments so that they consistently work together - from mitigation and planning through response and recovery.

Following several large scale natural disasters, a common concern for emergency managers is the issue of who can call for mandatory evacuations. The debate continues at the national level with no definitive answer. Additionally, the question of what buildings or properties may be temporarily taken over by emergency management personnel during a crisis, such as for the establishment of a shelter, remains a local issue. Currently, this is most easily done to facilities owned by or under the control of the municipality. Critical planning steps are to pre-identify potential shelter locations, request American Red Cross surveys of the facility, and create an MOU, regardless of whether the property is privately or municipally owned. In the case of a Gubernatorial Declaration of a State of Emergency, a state building may be taken over by MEMA with or without an MOU.



Another concern for emergency managers is the right of the public to view documents and plans. Some sections of these plans contain confidential and sensitive information which emergency managers are allowed to withhold from disclosure under the Exemptions to the Public Records Law (MGL ch. 4, § 7 (26) (n)). The right of the public to view Hazardous Materials plans is authorized under the Emergency Planning and Community Right-to-Know Act. Volunteers should be regarded as vital additions to the emergency management team in most communities. When utilizing volunteers, their roles and responsibilities should be clearly communicated, both for their protection and that of the municipality. The Volunteer Protection Act should be reviewed by the municipalities legal counsel for an interpretation on how it applies to the local emergency management volunteer program. Copies of these laws can be found in Appendix B.

In Chapter 639 of the Acts of 1950, The Commonwealth of Massachusetts “Civil Defense Agency” which today is known as the Massachusetts Emergency Management Agency (MEMA) was created. Over the years, governors have issued a number of executive orders to assist MEMA and local EMDs in planning efforts.

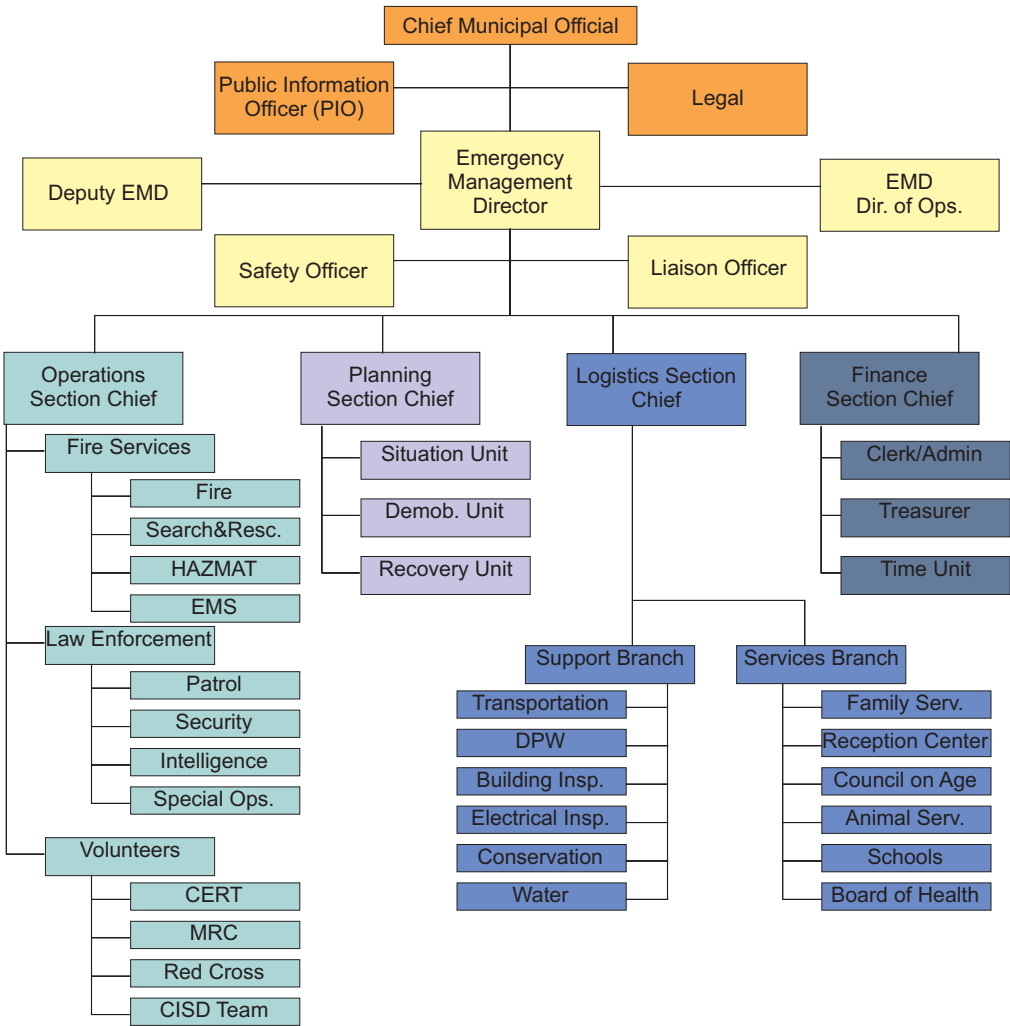
There are many sources from which information and assistance can be requested for everything from small tasks and events to large incidents. Each city or town has a designated EMD. There is usually one in a nearby community that has the experience to offer guidance to your program. At the state level, there are the MEMA Regional Offices that house program coordinators, regional planners, training coordinators, and technical specialists. These Regional Offices are there to help and guide EMDs through all aspects of emergency management. The MEMA Training Department also offers numerous courses to assist emergency management personnel in carrying out their duties.

The United States Congress has also codified legislation, such as the Disaster Relief Act of 1974 and the Robert T. Stafford Disaster and Emergency Assistance Act of 1988 (Stafford Act), to provide federal assistance to state and local governments, and to aid the reconstruction of disaster-stricken areas respectively.



Chapter 2  
Organization  
Table of Organization

The following is an example of one committee member's community Emergency Management organizational chart. The structure of this chart should be modified to meet the needs of your jurisdiction.







## Communications

Communication is one of the more complex elements of the Emergency Management Directors' duties and responsibilities. Recent history is quick to point out the critical and fragile nature of communications. Effective communication requires constant attention, review and refinement. The EMD can become overwhelmed to the point of ineffectiveness if he or she is not thoroughly trained and prepared to address the communication functions of the organization. An indispensable asset to the emergency manager is the designation of a trained and skilled Public Information Officer (PIO). A PIO will interact primarily with the media, whereas communications will continue to take place between and among the responders in the field and the Incident Commander, the emergency operations center and the Director. The PIO also informs the Incident Commander of what the television, print, and internet media are reporting about an incident and the ongoing response. The decision of what is shared with the media for release to the public can be a critical factor in what separates an orderly and managed situation from one which is chaotic.

The basic components of clear communications (who, what, where, why, when, and how) do not change, but there are infinite variations on how to properly address these components. The complexity of receiving, reviewing, and processing information is so massive that the EMD should structure his or her organization to support all aspects of communications. This communications structure should expand or contract to fit the incident size and scope from routine to complex emergency operations. In smaller organizations this task might need to be accomplished by two or three individuals who also have other roles and responsibilities. In larger organizations, there is often the luxury of designating a dedicated communications section within its incident command structure. This may become a necessity as the incident increases in complexity and experiences a prolonged duration.

***Review the matrix on the following page and modify it to meet the needs of your organization.***





<b>Public Information Officer</b>	<b>Briefing Officer</b>
Attends agency briefings	Coordinates agency briefings
Coordinates w/ PIO counterparts	
Identifies Joint Information Center	Collects, reviews and processes internal information
Identifies spokesperson and message	Is the Point of Contact for receiving information
Provides information for the general public (with consideration to people who need additional assistance)	Keeps the EMD informed in a timely manner
Provides information for businesses, schools, social/civic organizations	
Meets with Media liaison (Print, Radio, TV)	
Provides public outreach programs	
<b>Communications Technician</b>	<b>Liaison Officer</b>
Attends agency briefings	Attends agency briefings
Physical care of equipment and services	Co-Chairs professional (Operational) briefings
Supports 911 PSAP	Liaison with utility companies
Supports RACES	Liaison with volunteer agencies
Supports radio communications	Liaison with contractors & MOU services
Supports telecommunications	
Supports computer and internet operations	<b>Clerical</b>
	Attends agency briefings
	Documentation tracking
	Correspondence
	Keeps plans accessible
	Maintains contact lists
(Note – Alerts & warnings initiated by EMD)	Maintains resource lists



Your community's Comprehensive Emergency Management Plan (CEMP) should address the critical nature of communications, including procedures and templates for the timely flow (and security) of information, and system redundancies. The emergency management organization must sustain a flow of communications under all conditions, within the unity of command and guidelines of the Incident Command System.

Your emergency management organization gathers volumes of both static and dynamic information. The static information may include maps or structural information that does not change frequently. Dynamic information that changes more frequently includes personnel rosters, resource inventories, radio frequencies, phone numbers, and email addresses. The initial development of the information is a major accomplishment, but the need to maintain up to date and accurate information in a timely manner is an absolute necessity.

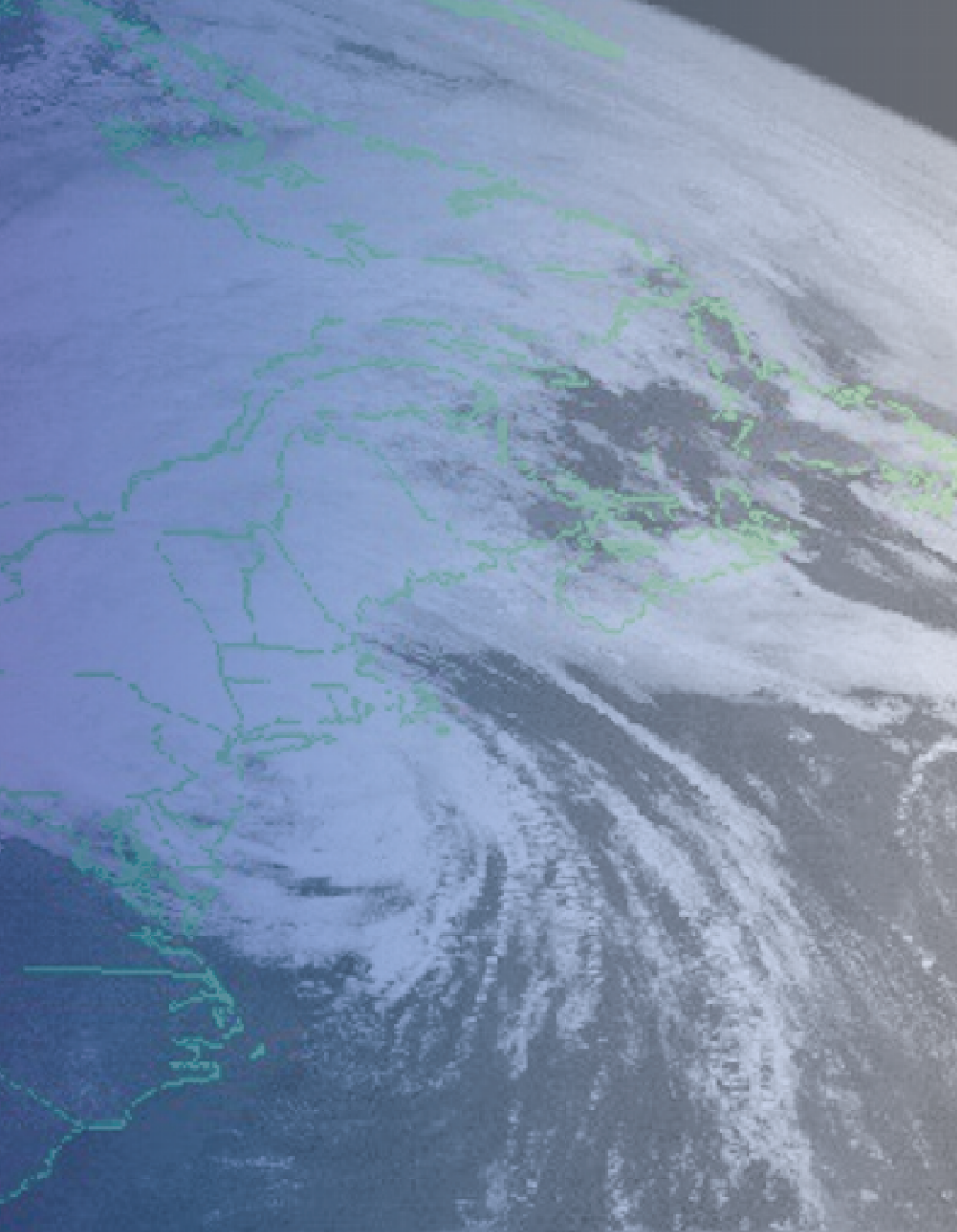
Communications is complex and it demands structure to succeed.

***Please see the table on the following page which identifies the basic components of clear communication.***



## Communications - Who, What, When, Where, and Why

Who	Public Information Officer	When	Daily Information
Who	FEMA (Federal)	When	When status changes
Who	HHAN	When	At the Watch level
Who	The ICS Information Officer	When	At the Alert level
Who	Local First Responders	When	At the Recovery levels
Who	Community (Businesses & Schools)	When	Demobilization
Who	Community residents and travelers		
Who	Local Government	Where	Media press briefings
Who	Local PSAP (911 answering/ dispatching point)	Where	Public events & gatherings
Who	Credentialed media services	Where	Professional events
Who	MEMA (State)	Where	Scheduled meetings
Who	Mutual Aid Units	Where	Press conferences
Who	NOAA – EAS (Emergency Alerting System)	Where	Within the CEM Plan
Who	LEPC (Local Emergency Planning Committee)		
Who	Local volunteer service agencies	Why	To sustain working relationships
		Why	To encourage preparation
What	Human Resources status change	Why	To identify needs and assets
What	Physical Resources status change	Why	To coordinate activity
What	Warnings	Why	To prevent freelance reporting
What	Education with special considerations	Why	To control rumors
What	Sustained communications security	Why	To establish, test and refine
What	Briefings, bulletins, press releases	Why	To manage resources
What	Warnings		



# Hurricane Gloria

GOES-6 4KM Resolution

Channel 1 Visible

September 27, 1985 16:01 UT



## Chapter 3

### Responsibilities

#### Accessibility and Inclusion

There are two main concepts to keep in mind when planning for individuals who will need additional assistance during an emergency: Accessibility and Inclusion. Accessibility pertains to how easy it is for an individual to use emergency services, facilities and products. Inclusion pertains to how readily other individuals or organizations include different types of individuals in their activities.

#### Accessibility

It is important that your response organization understands the unique needs of the individuals in your community. It needs to anticipate what might make emergency services or products difficult or impossible to use. Varying degrees of sight, hearing, language, cultural, cognitive or physical fitness, as well as financial status all have an impact on an individual's capability of being aware that emergency services and products exist or being able to use them.

Examples include, but are not limited to:

- **Response Processes:** This may include sheltering and evacuation. Can an individual using a wheelchair or scooter get into a shelter? One step can stop a wheelchair. Once in the shelter, can the individual get from room to room or use the bathroom/shower? How many individuals in your community will need transportation to evacuate? Will they need a van, wheelchair van or ambulance?
- **Information:** Can everyone in your community receive the messages you send out? Will language or literacy prohibit them from reading the messages? Can vision or hearing abilities affect the receipt or interpretation of the messages? Is the technology used on your end or their end compatible? Will it limit access to information?
- **Training:** Can everyone in your community access training facilities? Can they understand the training material or the instructors?
- **Service Organizations:** Will individuals in your community who rely on services to maintain their quality of life have the same access to services during different types of emergencies?



## Inclusion

How often are considerations for individuals with varying degrees of sight, hearing, language, cultural, cognitive or physical fitness, and financial status included in your community's emergency processes?

Provisions for these considerations should be included in the following:

- Planning,
- Exercise,
- Training, and
- Volunteers.

It is the responsibility of the Emergency Management Director to ensure that laws such as the Americans with Disability Act (Accessibility) and the Massachusetts Open Meeting Law (Inclusion) are enforced in your community's emergency management program. The Massachusetts Office on Disability is a state agency which can assist local disability commissions and emergency managers in evaluating the accessibility of their local facilities.

*The following sections will guide the Emergency Management Director through the four phases of emergency management (mitigation, preparedness, response, and recovery).*



## Mitigation

Mitigation - definition:     1) to cause to become less harsh or hostile  
                                      2) to make less severe or painful

All-Hazard Mitigation is any sustained action taken to reduce or eliminate long term risk to life and property from natural and/or man-made hazards such as flooding, storms, high winds, hurricanes, wildfires, earthquakes, hazardous material releases, acts of terrorism, and health emergencies.

After disasters, repairs, and reconstruction are often completed in such a way as to simply restore damaged property to pre-disaster conditions. These efforts may expedite a return to normalcy, but the replication of pre-disaster conditions often results in a repetitive cycle of damage, reconstruction, and repeated damage. This recurring reconstruction is often more expensive as the years go by, as recurrent damage and increasing reconstruction costs exceed the cost of taking a long-term view of rebuilding and recovery following a disaster. An "All-Hazard Mitigation" approach is needed to break this cycle by producing less vulnerable conditions through post-disaster repairs and reconstruction. The implementation of such mitigation actions, now by state and local governments as well as other public and private entities, will potentially reduce future injuries and damages.

The benefits of an "All-Hazard Mitigation" approach are:

- Reduction in the potential of loss of life, property, essential services, critical facilities, and economic hardship,
- Reduction in short-term and long-term recovery and reconstruction costs,
- Increased cooperation and communication with the community through the planning process, and
- Increased potential for state and federal funding for recovery and reconstruction projects.



## Mitigation Planning

Mitigation Planning is a process for the state and communities to identify policies, activities, and tools to implement mitigation actions. Planning provides both short-term and long-term strategies for implementing hazard mitigation in a community. Participating in a planning process will allow the community to be aware of its vulnerability and risks to hazards and develop a strategy to reduce those risk and lower the costs of natural hazards. This process has four steps:

1. Organizing resources,
2. Assessing risks,
3. Developing a mitigation plan, and
4. Implementing and monitoring progress.

## Pre-disaster Mitigation Plan

It is essential for states and local governments to take part in a coordinated planning process to identify hazards, risks, goals, and strategies for effective mitigation projects. The following is a sample of what may be included in a Pre-disaster Mitigation Plan.

1. Hazard Identification of natural and/or man-made hazards that may impact the community and/or region.
2. Vulnerability/Risk Assessment of local and regional infrastructure which is at highest risk for being damaged by the identified natural and/or man-made hazards.
3. An analysis of existing federal, state, and local policies and regulations in place to protect against and/or prevent future damages





4. An Action plan based on the vulnerability/risk assessment with proposed mitigation projects such as:
  - Retrofit residential, commercial, or public facilities in order to make them more resistant to the impact of flooding and other disaster damages.
  - Acquisition or relocation of structures susceptible to disaster damage.
  - Upgrades or improvements of drainage structures, such as, storm sewer culverts, sanitary sewers, floodgates, and tide valves in a manner that will result in reduced damages from natural hazards in the future.
  - Development and implementation of mitigation standards for State or local governmental entities, such as building codes and flood plain regulations.
  - Implementation of a public outreach program to insure citizen are aware of what they can do to mitigation their personal property from future disaster damages.

Mitigation as well as other planning processes should be incorporated into Local Comprehensive Emergency Management Plan (CEMP).

A mitigation plan is required in order to be eligible for many of FEMA's Hazard Mitigation Grant Programs. FEMA Region I had approved 99 local hazard mitigation plans in Massachusetts as of January 2008. Plans are required to be updated every five years and resubmitted to FEMA in order to maintain eligibility for FEMA Mitigation Grant Programs. The State is also required to develop and maintain a State Hazard Mitigation Plan. This Plan is coordinated by the State Hazard Mitigation Team and a larger interagency committee made up of more that fifty Federal, State, and other organizations.



## **Commonwealth of Massachusetts - State Hazard Mitigation Plan**

The Commonwealth of Massachusetts established its commitment to hazard mitigation almost 30 years ago when it joined the National Flood Insurance Program (NFIP), and later when it developed its first State Mitigation Hazard Mitigation Plan in 1986. Following subsequent disaster declarations, the Commonwealth updated its State Hazard Mitigation Plan in 1989, 1993, 1998, 2000, and 2004. Each of these plans identified the natural hazards, assessed vulnerability to the most frequent hazards, examined existing capabilities, developed statewide mitigation goals and strategies, and established a framework for implementing those goals and strategies.

### **Project Implementation**

With the NFIP and the state mitigation plan strategies as the program cornerstone, and with the establishment of federal mitigation grant programs in the mid-1990s, Massachusetts has been successful in leveraging federal funding for 161 hazard mitigation projects, totaling more than \$25 million, between 1991 and 2006.

### **Goals and Objectives**

The Statewide Hazard Mitigation Goal for Massachusetts is to reduce the statewide loss of life, property, infrastructure, and cultural resources from natural disasters through a comprehensive hazard mitigation program, which involves planning, awareness, coordination, and project development.

The specific strategies and action steps outlined in Section 5 of the State Hazard Mitigation Plan include:

- Meet the planning requirements for hazard mitigation plans contained in the Disaster Mitigation Act of 2000.
- Increase awareness of the cost-savings and public safety benefits of hazard mitigation projects.
- Increase coordination and cooperation between state agencies in implementing sound hazard mitigation planning and project development.



- Fund cost-effective hazard mitigation projects through available federal grants and local cost share, PDM, HMGP, FMA, and 406 Mitigation Programs.
- Monitor, evaluate, and disseminate information on the effectiveness of completed hazard mitigation projects, especially after disaster events.

### **Floodplain Management**

The Department of Conservation and Recreation (DCR) Flood Hazard Management Program (FHMP) is the State Coordinating Office for the National Flood Insurance Program (NFIP). FHMP program staff work very closely with MEMA and local officials to implement the NFIP and flood mitigation in Massachusetts. The FHMP is a technical assistance program and has no regulatory authority. Program staff is available to provide technical assistance to all interested parties on issues such as the NFIP, floodplain management, floodplain building requirements, floodplain mapping, flood mitigation, and flood insurance.

### **The National Flood Insurance Program**

The National Flood Insurance Program (NFIP) is a federal program, administered by FEMA, which makes subsidized flood insurance available in communities that agree to adopt corrective and preventative floodplain management regulations that will reduce future flood damages. Congress created the NFIP in 1968 with the passing of the National Flood Insurance Act. The Act was passed to address the fact that homeowners insurance does not cover flood damage, which left much of the burden of flood recovery to the general taxpayer through federal disaster relief programs. In general, flood insurance from private companies is either not available or extremely expensive. NFIP flood insurance is available anywhere in a participating community, regardless of the flood zone. Federal law requires that flood insurance be purchased as a condition of federally insured financing used to secure buildings in the Special Flood Hazard Area (SFHA).



## Mitigation Programs

In cooperation with the Department of Conservation and Recreation (DCR), the MEMA Disaster Recovery Department administers and executes all FEMA-funded mitigation grant programs (PDM, HMGP, FMA, etc.) in the Commonwealth. The department also implements mitigation projects by providing local governments with planning assistance, technical assistance, and FEMA grant funding.

### Pre-Disaster Mitigation Grant Program

The Pre-Disaster Mitigation (PDM) program provides funds to states, territories, Indian Tribal Governments, communities, and universities for hazard mitigation planning and the implementation of mitigation projects prior to a disaster event. The PDM program is nationally competitive

Funding these plans and projects reduces overall risks to the population and structures, while also reducing reliance on funding from actual disaster declarations. PDM grants are to be awarded on a competitive basis and without reference to state allocations, quotas, or other formula-based allocation of funds.

### Hazard Mitigation Grant Program

The Hazard Mitigation Grant Program (HMGP) provides grants to state and local governments to implement long-term hazard mitigation measures after a major disaster declaration. The purpose of the HMGP is to reduce the loss of life and property due to natural disasters and to enable mitigation measures to be implemented during the immediate recovery from a disaster.

### Flood Mitigation Assistance (FMA) Program

FMA funds are awarded to states and communities to implement measures that reduce or eliminate the long-term risk of flood damage to buildings, manufactured homes, and other structures insurable under the National Flood Insurance Program.



### **Public Assistance Grant Program (see Recovery Section)**

The objective of the Federal Emergency Management Agency's (FEMA) Public Assistance (PA) Grant Program is to provide assistance to state, tribal, and local governments, and certain types of private non-profit organizations so that communities can quickly respond to and recover from major disasters or emergencies declared by the President.

Through the PA Program, FEMA provides supplemental federal disaster grant assistance for debris removal, emergency protective measures, and the repair, replacement, or restoration of disaster-damaged, publicly owned facilities and the facilities of certain Private Non-Profit (PNP) organizations. The PA Program also encourages protection of these damaged facilities from future events by providing assistance for hazard mitigation measures during the recovery process.



## Preparedness

Preparedness definition(s): 1. the state of being prepared; readiness  
2. the state of having been made ready or prepared for use or action

While mitigation can make communities safer, it does not eliminate risk or vulnerability for all hazards. Therefore, jurisdictions must develop plans of action for when disasters strike. Since emergencies often evolve rapidly and become too complex for effective improvisation, government can successfully discharge its emergency management responsibilities by taking certain actions beforehand. This is preparedness.

Preparedness involves establishing authorities and responsibilities for emergency actions and garnering the resources to support them. A jurisdiction must assign or recruit staff for emergency management duties and designate or procure facilities, equipment, or other resources for carrying out assigned duties. This investment in emergency management requires upkeep. The staff must receive training and the facilities and equipment must be maintained in working order. To ensure that the jurisdiction's investment in emergency management personnel and resources can be relied upon when needed, there must be a program of tests, drills, and exercises. Consideration must also be given to reducing or eliminating the vulnerability of the jurisdiction's emergency response organizations and resources to the hazards that threaten the jurisdiction.

Accordingly, preparedness measures should not be improvised or handled on an ad hoc basis. A key element of preparedness is the development of plans that link the many aspects of a jurisdiction's commitment to emergency management.

For further information see the SLG 101: Guide for All-Hazard Emergency Operations Planning (preparedness definition on page 1-3 and page 1-4) at [www.fema.gov/pdf/plan/slg101.pdf](http://www.fema.gov/pdf/plan/slg101.pdf)



## Planning

### Knowing Your Jurisdiction

Know the resources available in both the public and private sectors of the jurisdiction.

Establish memoranda of understanding (MOU), which are pre-arranged agreements for use of resources not directly under the control of the municipal government, for use of private resources.

Know areas of special interest that will need jurisdictional assistance in time of disaster. Examples include special locations such as schools and nursing homes, critical infrastructure such as water supply, and private facilities that either store hazardous materials or would have resources to assist the jurisdiction.

Places to find planning information can be found within your jurisdiction's departments, i.e. fire, police, engineering, public health, public works, assessor, mayor, or jurisdictional manager, and others.

Keep in touch with representatives of all related disciplines when conducting emergency planning. Consider establishing an emergency management team that can bring together department heads to discuss emergency management initiatives and investments. Update all information as part of the planning process on a regular basis. Knowing the stakeholders and their capabilities benefits all parties. Keep a record of contacts and several methods of contacting them at any time of the day or night.

Know all hazards, natural and man-made, that could affect your jurisdiction and plan for them in advance of a disaster.

### Know Mutual Aid, State and Federal Resources

Know resources that are available from surrounding jurisdictions, state resources, and federal resources. Establish contact with their representatives and keep in touch in advance of incidents. Keep a record of contacts and several methods of contacting them at any time of the day or night. Use MOUs for the procurement of these resources if applicable.



## **Comprehensive Emergency Management Plan and eCEMP**

MEMA has developed a comprehensive planning template for use by municipalities relative to their disaster planning. This Comprehensive Emergency Management Plan (CEMP) covers all types of disasters and describes the duties and roles of first responders. The plan template also includes important contact information, facility profiles, and resource information. Again, know your jurisdiction and know mutual aid, state and federal resources and list this information in your plan.

Use the SLG 101 - Guide for All-Hazard Emergency Operations Planning document as an aid to your planning efforts. It will give you ideas for the types of information to include in your emergency plans. Review and update the CEMP regularly, ideally on an annual basis. Contact your MEMA regional office and speak with your Local Coordinator or Regional Planner for guidance. Contact information for the MEMA regional offices may be found on page 75 of this guidebook, or on the MEMA website at [www.mass.gov/mema](http://www.mass.gov/mema).

eCEMP is the electronic version of the paper CEMP. Communities enter plan information for their jurisdiction electronically via the MEMA website and subsequently download sections of their completed plan onto their own servers for sharing within the jurisdiction. eCEMP is a password protected system which allow for the creation of accounts with the ability to edit or simply view information. The entire plan may be printed from this web-based planning tool.

A Hazardous Materials Plan is a part of the CEMP. The contents of this part of the plan are dictated by the federal Emergency Planning and Community Right-To-Know Act (EPCRA). Information needed in this plan can be obtained through the Local Emergency Planning Committee (LEPC). The focus of this plane is for the unexpected releases of hazardous materials within the jurisdiction.

Enforcement action under the Emergency Planning and Community Right-to-know Act is managed by the United States Environmental Protection Agency (EPA). [www.epa.gov/lawsregs/laws/epcra.html](http://www.epa.gov/lawsregs/laws/epcra.html) EPCRA requires that a LEPCs/REPCs be established for each jurisdiction or region, comprised of representatives and other interested parties from the following groups; elected officials, law enforcement, emergency management, fire services, emergency medical services, health, local environmental, hospital, transportation, broadcast and print media, community groups, and owners and operators of facilities who use extremely hazardous substances. The Massachusetts State Emergency Response Commission added public works personnel to the list of required disciplines. EPCRA gives the public the right to know out about chemicals in the community.





The LEPC/REPC shall complete preparation of an emergency plan. The LEPC/REPC must evaluate the need for resources necessary to develop, implement, and exercise the emergency plan, and shall make recommendations with respect to additional resources that may be required and the means for providing such additional resources. Also, the LEPC/REPC must adopt bylaws and post meeting notices and agendas in compliance with the Open Meeting Law. The committee shall make available to the public its jurisdiction's hazardous materials response plan and facility Tier II information. The plan must also be exercised annually and updated as needed.

All emergency plans should be compatible with each other to avoid potential conflicts during an emergency. Communicate with other planning entities to ensure compatibility with other plans. Other plans include but are not limited to, pandemic flu plan, animals in disaster plan, site specific emergency plans, and special populations plans for disasters and emergencies.

### **Computer Aided Management of Emergency Operations (CAMEO)**

CAMEO is a system of software applications used widely to plan for and respond to chemical emergencies. It is one of the tools developed by EPA's Office of Emergency Management (OEM) and the National Oceanic and Atmospheric Administration Office of Response and Restoration (NOAA), to assist front-line chemical emergency planners and responders. They can use CAMEO to access, store, and evaluate information critical for developing emergency plans. In addition, CAMEO supports regulatory compliance by helping users meet the chemical inventory reporting requirements of the Emergency Planning and Community Right-to-Know Act (EPCRA, also known as SARA Title III). CAMEO also can be used with a separate software application called LandView to display EPA environmental databases and demographic/economic information to support analysis of environmental justice issues.

The CAMEO system integrates a chemical database and a method to manage the data, an air dispersion model, and a mapping capability. All modules work interactively to share and display critical information in a timely fashion. The CAMEO system is available in Macintosh and Windows formats.

[www.epa.gov/emergencies/content/cameo/index.htm](http://www.epa.gov/emergencies/content/cameo/index.htm)



## Training and Exercises

### Training

Training, education and exercises are all part of a cycle that is continuous. First, you need to assess needs and requirements of your jurisdiction. This goes hand in hand with your hazard analysis. Based on the findings from these inquiries, you should develop a training plan. The training plan consists of; training on your plan or equipment, conducting exercises to test the response to the plan or knowledge of the equipment, and follow-up training on the gaps discovered by the exercise.

### Local Training

At the local level a number of trainings can and should be held. Every day, training classes are held on everything from fire extinguisher use to CPR. When local responders attend a train-the-trainer class sponsored by the state or federal government, it's essential that they return and share their gained knowledge. Another advantage of local training is that it can be tailored to your jurisdiction.

### State Training

MEMA offers a wide variety of training classes. They range from casual technical hands-on trainings such as a Local Coordinator explaining WebEOC, to 3-day interactive classes like Homeland Security Exercise and Evaluation. There is a Training Coordinator housed at each MEMA Region. They are a local EMD's first step to inquiring about federal or state training opportunities. In addition, MEMA has an online Training Registration System that can be found on our homepage at [www.mass.gov/mema](http://www.mass.gov/mema).

Each year MEMA sends out a needs assessment to each local community. The questions on this assessment will survey a municipality's current capabilities and needs in each of the four target areas - preparedness, response, recovery, and mitigation. It is vital that this information be filled out accurately and returned so as to better plan training programs and budgets for the year.

### Federal Training

The Department of Homeland Security has many different opportunities for training. FEMA oversees a vast array of on-line classes that may be taken at your leisure on a variety of topics. They also have resident programs that are taught at the Emergency Management Institute in Maryland. All of these programs may be found at [www.training.fema.gov](http://www.training.fema.gov). In addition, there are several schools around the country that form a consortium providing free resident and non-resident trainings. To find out these course offerings, see <http://training.fema.gov/IS/> for a list of online courses. The U.S. Fire Administration (USFA) also offers courses online at [www.usfa.dhs.gov/nfa/index.shtm](http://www.usfa.dhs.gov/nfa/index.shtm) and resident courses at the National Fire Academy for qualified applicants.



## Exercises

Exercises allow personnel, from first responders to senior officials, to validate training and practice strategic and tactical prevention, protection, response, and recovery capabilities in a risk-reduced environment. Exercises are the primary tool for assessing preparedness and identifying areas for improvement, while demonstrating community resolve to prepare for major incidents. Exercises aim to help entities within the community gain objective assessments of their capabilities so that gaps, deficiencies, and vulnerabilities are addressed prior to a real incident.

Exercises provide opportunities for federal, state, local, and tribal leaders, department and agency officials, private sector partners, and emergency responders to practice and test capabilities that have been built up through a coordinated process of planning, training, and making equipment purchases. Plans, training, and equipment, and their capabilities are validated through exercises. Exercise evaluation informs preparedness priorities by highlighting potential shortfalls in the areas of planning, organization, training, and equipment prior to real-world incidents. Subsequently, these priorities inform resource allocation, including training and equipment purchases, which enhance readiness, influence policy or program decisions, and become the basis for future exercises.

Exercises must be run in accordance with the criteria set forth in the Homeland Security Exercise and Evaluation Program (HSEEP). HSEEP is a capabilities and performance-based exercise program which provides a standardized policy, methodology, and terminology for exercise design, development, conduct, evaluation, and improvement planning. HSEEP reflects the principles of the National Incident Management System (NIMS), where exercises should test and evaluate NIMS and the Incident Command System.

## Exercise Types

There are seven types of exercises defined within HSEEP, each of which is either discussions-based or operations-based.

Discussions-based Exercises familiarize participants with current plans, policies, agreements and procedures, or may be used to develop new plans, policies, agreements, and procedures.



Types of Discussion-based Exercises include:

- **Seminar** - A seminar is an informal discussion, designed to orient participants to new or updated plans, policies, or procedures (e.g., a seminar to review a new Evacuation Standard Operating Procedure).
- **Workshop** - A workshop resembles a seminar, but is employed to build specific products, such as a draft plan or policy (e.g., a Training and Exercise Plan Workshop is used to develop a Multi-year Training and Exercise Plan).
- **Tabletop Exercise (TTX)** - A tabletop exercise involves key personnel discussing simulated scenarios in an informal setting. TTXs can be used to assess plans, policies, and procedures.
- **Game** - A game is a simulation of operations that often involves two or more teams, usually in a competitive environment, using rules, data, and procedure designed to depict an actual or assumed real-life situation.

Operations-based Exercises validate plans, policies, agreements, and procedures, clarify roles and responsibilities, and identify resource gaps in an operational environment. Types of Operations-based Exercises include:

- **Drill** - A drill is a coordinated, supervised activity usually employed to test a single, specific operation or function within a single entity (e.g., a fire department conducts a decontamination drill).
- **Functional Exercise (FE)** - A functional exercise examines and/or validates the coordination, command, and control between various multi-agency coordination centers (e.g., emergency operation center, joint field office, etc.). A functional exercise does not involve any "boots on the ground" (i.e. first responders or emergency officials responding to an incident in real time).
- **Full-Scale Exercise (FSE)** - A full-scale exercise is a multi-agency, multi-jurisdictional, multi-discipline exercise involving functional (e.g., joint field office, emergency operation centers, etc.), "boots on the ground" response (e.g., fire fighters decontaminating mock victims).



HSEEP suggests a “building-block approach” in which training and exercise activities gradually escalate in complexity (e.g., conduct training, then a tabletop and functional exercise, and culminating in a full-scale exercise (as funding allows).

At least one person from the jurisdiction needs training in Exercise Design, Exercise Evaluation, or the Homeland Security Exercise Evaluation Program to effectively plan for, conduct, and evaluate exercises.

Exercise evaluation maintains a fundamental link to improvement planning because it assesses an entity's performance in an exercise and identifies strengths and areas that need improvement. An After Action Report (AAR) captures observations of an exercise, and makes recommendations for post-exercise improvements, and an improvement plan (IP) identifies specific corrective actions, assigns these actions to responsible parties, and establishes target dates for action completion. Through this process, evaluation identifies improvement opportunities, and improvement planning provides a disciplined process for implementing corrective actions. See HSEEP guidelines for elements of an AAR at <https://hseep.dhs.gov>

An alternate way to test the planning in lieu of holding an exercise is to conduct a formal critique of an actual event according to HSEEP and NIMS guidelines and write an After Action Report/Improvement Plan (AAR/IP).



## State Emergency Response Commission (SERC)

### SERC Background

Under the provisions of the Emergency Planning and Community Right-to-know Act, the Governor of each state must appoint an Emergency Response Commission. The SERC is responsible for several hazardous material issues, including: appointing the local emergency planning committees (LEPCs); reviewing LEPC/REPC plans; ensuring hazardous material training is conducted; developing a system for receiving and maintaining information filed by facilities and it is available to the public. The Governor has appointed the Massachusetts Emergency Management Agency as the coordinating entity to carry out the responsibilities of the Massachusetts SERC. The SERC staff coordinate the collection of all data submitted to the state under EPCRA. The SERC requires the EPA Tier II report form to be used for reporting of chemical inventories. This form can be submitted electronically or on paper.

Community Emergency Response Plans are held by local emergency management agencies; while facility inventory information and spill reports are available from Department of Environmental Protection. SERC also develops standards for certification of local and regional emergency planning committees.

### State Point of Contact:

Massachusetts Emergency Management Agency  
State Emergency Response Commission  
400 Worcester Rd, Framingham, MA 01702-5399  
Tel. (508) 820-2000  
Internet: [www.mass.gov/mema](http://www.mass.gov/mema)





## Emergency Planning Committees

The local/regional emergency planning committee (LEPC/REPC) created by provisions of Title III of the federal Superfund Amendments and Reauthorization Act of 1986 (SARA) also known as the Emergency Planning and Community Right-to-know Act (EPCRA) can provide detailed information regarding facilities and preparedness activities in your community. It has four basic functions by law: 1) to develop a comprehensive emergency plan for the community and keep the plan up-to-date; 2) to receive information about accidental releases; 3) to collect, manage, and provide public access to information on hazardous chemicals in the community; and 4) to educate the public about risks from accidental and routine releases of chemicals and work with facilities to minimize the risks. Upon request, the LEPC/REPC must provide copies of the Tier II forms containing hazardous material inventories and spill reports submitted by a responsible party on behalf of the regulated facility. The LEPC/REPC can also request material safety data sheets (MSDS) for chemicals used by the facility. If your community does not have an active LEPC/REPC, MEMA can assist you in start up procedures.

For information regarding Tier II reporting please reference the following:  
[www.mass.gov/mema](http://www.mass.gov/mema) and click on the EPA Tier II Information link

For Tier II reporting and database software please go to the following:  
[www.epa.gov/emergencies/index.htm](http://www.epa.gov/emergencies/index.htm)

## Certification Process

In 1997, the Massachusetts SERC instituted a certification process for LEPCs/REPCs to be a management tool and a standard by which to judge their applications equally. The certification process follows the criteria of NRT-1 and is designed to ensure that all committees meet the goals of EPCRA. The process involves submitting a completed application with supporting documentation. The SERC has delegated the responsibility of being the review panel for certification applications to the Liaison Committee. This process encourages the more efficient use of limited funding to meet the goals of EPCRA. The process also identifies and documents areas that the EPC needs to improve. The Liaison Committee acting on behalf of the SERC can then target those needs identified by this process for special attention in the various SERC funding and technical programs. Information on the certification process may be found under the SERC link on the MEMA webpage. Appendix A contains the applications for certification along with hazardous material plan templates.



## Response

Response definition(s): 1) the act of responding  
2) an answer or reply, as in words or in some action

The response phase of emergency management includes the mobilization of the necessary emergency services and first responders in the disaster area. This is likely to include a first wave of core emergency services, such as firefighters, police, emergency medical services, public health, and public works. They may be supported by a number of secondary responders, such as specialized rescue teams, volunteers, and non-government organizations (NGOs).

During emergencies, the Fire and Police Chiefs and other municipal department heads maintain responsibility for their personnel, who may have been assigned functional assignments within the Incident Command structure. The Emergency Management Director acts as principal advisor or aide to the community's chief executive on local government emergency operations. A major responsibility of the EMD is to assure coordination among the response agencies, primarily by seeing that the Emergency Operations Center (EOC) is activated and staffed, based on the complexity and duration of the incident. In those cases where the EMD serves in the role of Incident Commander, a Deputy Director or Director of Operations should be assigned to supervise the EOC.

## Resource Management

In order to conduct a timely and effective response, emergency managers must know what they have available for use, either from their own inventory or that of mutual aid partners. One of the six components of the National Incident Management System (NIMS) is resource management. Resource typing standards have been developed by the National Integration Center (NIC). The underlying concepts of resource management in this context are that:

1. It provides a uniform method of identifying, acquiring, allocating, and tracking resources,
2. It uses effective mutual-aid and donor assistance and is enabled by the standardized classification of kinds and types of resources required to support the incident management organization,





3. It uses a credentialing system tied to uniform training and certification standards to ensure that requested personnel resources are successfully integrated into ongoing incident operations,
4. Its coordination is the responsibility of Emergency Operations Centers (EOCs) and/or multiagency coordination entities, as well as specific elements of the ICS structure, and
5. It can include resources contributed by private-sector and non-governmental organizations (NGOs).

Five key principles underpin effective resource management:

- a) Advance Planning,
- b) Resource identification and ordering,
- c) Categorizing Resources,
- d) Use of Agreements, and
- e) Effective Management of Resources.

The effective management of resources includes: acquisition procedures, management information systems, and protocols for the ordering, mobilizing, dispatching and demobilization.

To implement these concepts and principles of resource management, NIMS includes standardized procedures, methodologies, and functions in its resource management processes. These processes reflect functional considerations, geographic factors, and validated practices within and across disciplines and are continually adjusted as new lessons are learned. The basic foundation for resource management will be expanded and refined over time in a collaborative cross-jurisdictional, cross-disciplinary effort led by the NIC.

NIMS uses nine processes for managing resources:

1. Identifying and Typing of Resources,
2. Certifying and Credentialing Personnel,
3. Inventorying Resources,
4. Identifying Resource Requirements,
5. Ordering and Acquiring Resources,
6. Mobilizing Resources,
7. Tracking and Reporting Resources,
8. Recovering Resources, and
9. Reimbursement.



### **EMD Resource Management Responsibilities**

Local Emergency Management Directors, as the principal individual for preparedness planning, must be involved, either directly or indirectly, in developing and maintaining the community's list of resources and incorporating that information in the community's Comprehensive Emergency Management Plan (CEMP). They may use eCEMP, the web-based management system hosted by MEMA, to record their resources, or use the paper CEMP to track the resource listings.

During a major incident, the EMD may be called upon to advise the Incident Commander, Planning, Logistics or Finance and Administration Section Chiefs to request and manage resources required during the response phase of the incident. The EMD may also need to activate the local EOC, if it is not already operational. MEMA offers an EOC Course which educates local officials on the role of the local EOC during planned events and emergency incidents.



## Operations

This section will guide the emergency manager through the Operations section of the Response phase for their community.

### **Emergency Notifications/Early Warning/Mass Notification Systems**

Each community should develop a system for notifying the community of impending natural or man-made situations, or responding to local or regional emergency incidents. Warning systems may include community notification systems, audible and visual warning devices, as well as both print and broadcast media. Warnings or notifications of impending or imminent situations are transmitted to the EMD and other public safety officials by the Massachusetts Emergency Management Agency through the Department of Public Health - Health and Homeland Alerting Network (HHAN). Emergency managers should include all disciplines in their community in the plans for emergency notifications of all hazards. The Emergency Operations Center of the community should include these notification plans for use during emergencies, and be able to alert the public through those means describe in the community's CEMP.

## Activations

Activations for emergency notifications/early warning should be authorized by the emergency management team of the community for the Fire and Police Chiefs (or their designee) in times of emergency. All disciplines should be familiar with the process for activation. Any activation should include activation of the community's emergency operations center with notification to the Massachusetts Emergency Management Agency through WebEOC, and notification to the MEMA regional office. Dispatch supervisors should be directed to notify the EMD based on the type of emergency.

Activation of the emergency management team and other disciplines (fire, police, water, highway, sewer, board of health, and/or other town administration) shall be done as soon as possible based on the complexity and type of incident. Activation can range from courtesy notification to other agencies to full activation of agencies with call-back of off-duty personnel.



### **Declarations of Emergency**

A declaration of a state of emergency may only be declared by the Governor of Massachusetts (see explanation of a gubernatorial state of emergency in Appendix B) or the Chief Municipal Officer of a city or town (a local state of emergency). A template to declare a local state of emergency can be found in Appendix A. A state of emergency permits communities to take necessary actions to protect the health and safety of persons or property and incur financial liabilities in excess of existing appropriations. Additional assistance from the Commonwealth can be obtained following a declaration, as the declaration certifies the incident has been deemed to be too great for the resources of the community. Initially, the declaration of a local state of emergency should be communicated to the Massachusetts Emergency Management Agency (MEMA) by the fastest method available (verbally, fax or e-mail). However written documentation must follow as soon as possible.

### **Response/ICS**

Response plans for incidents should be included in the community's comprehensive emergency plan based on risk analysis for their community. They can include plans for either natural or manmade incidents. All plans should include the inclusion of all disciplines throughout the community. The plans should follow the guidelines of the use of the Incident Command System (ICS) or Incident Management System as prescribed under the National Incident Management System (NIMS) based on the incident. Mutual aid agreements should be maintained by each community to assist when incidents tax the resources of your community and should be included within those plans for response and coordination of incidents.



## Assessments

Initial safety assessments will be done at the start of the incident and must be constantly reviewed and updated throughout both the response and recovery phases. Information on the condition of infrastructure will come from a variety of sources including all emergency responders. New damage may be discovered, and changing safety concerns will dictate what areas must be evacuated. During recovery, these assessments will be a factor in determining when it is safe for residents and workers to return to an impacted area.

Safety hazards can be classified in one or more of the following categories:

### **Environmental Conditions**

This will concern water and air quality that effect the region in general. This will dictate whether residents can return to an affected area, or if protective gear is required. Dangerous conditions can result from heavy smoke, hazardous material release, contamination of drinking water etc.

### **Roads and Bridges**

Which roads and bridges are passable, damaged but passable and which are closed. Are Dams, levies and retaining walls safe? Are any dams or retaining walls in danger of collapse? This will dictate which areas must be evacuated, and when an evacuated area is safe for return of residents.

### **Public Buildings**

Decisions about the safety of public buildings will dictate whether the building can be safely entered and whether or not to initiate Continuity of Operations or Continuity of Government plans.

### **Private Homes and Places of Business**

Decisions about the safety will effect whether or not citizens can be allowed to go home. It will also effect whether or not shelters are still required.

The US Army Corps of Engineers is a federal resource which can provide technical advice and evaluations, engineering services, construction management and inspection under the Federal Response Plan under Emergency Support Function #3, Public Works and Engineering.



## Evacuation/Sheltering

### Situation

Emergency or disaster situations may require partial or total evacuations of the community. The characteristics and scope of the emergency will determine where an evacuation occurs, the number of people affected, and the measures needed to ensure safety. Mass evacuations could be required in the event of a hazardous materials incident, terrorist threat or major natural disaster.

### Assumptions

It is assumed that the public will both receive and understand official information related to evacuation through media, internet, e-mail, text messaging, emergency management mass notification systems, etc. The public will act in its own interest and evacuate dangerous areas when advised to do so by local government authorities.

MEMA has worked with local emergency management officials to develop a zoned, directional-based evacuation template that EMDs can customize to fit their needs.

The general public will be advised to evacuate by public safety officials. The Incident Commander or Emergency Management Director will determine the direction-based evacuation route(s), taking into account the type and location of the hazard, and existing conditions such as weather, time of day, day of week, etc.

Plans for evacuation and sheltering in your community should be included in your CEMP. Evacuation plans should be devised looking at the high vulnerability areas of your community, i.e., the elderly, schools, high density areas, coastlines or areas downstream from a dam, or historically high risk areas with previous evacuations. Transportation and other equipment (cots, blankets, etc.) needed for evacuation of people based on individual needs should be listed in a resource manual located in a readily accessible location and known by all disciplines. Alternate methods must be available for access in case of multiple communities utilized the same transportation facilities and equipment.



## Individuals Requiring Specific Assistance

Transfer/pick-up points should be established to transport individuals requiring specific assistance (formerly known as “vulnerable populations”) to available shelters. MEMA and several other state and local organizations are collaborating on a registry template to capture information about these individuals to be used during emergencies. In lieu of the registry, Emergency Management officials may use the SETB's “9-1-1 Disability Indicator Form” to establish a database of individuals requiring specific assistance.

Depending on the event, several types of evacuation can occur:

### **Voluntary**

A precautionary (voluntary) evacuation may be appropriate when there is a natural or man-made critical incident within a community. This may be limited to a specific area or the entire town. If time permits, this may be a staggered/timed release procedure to help alleviate traffic gridlock.

### **Mandatory**

An emergency (mandatory) evacuation will be necessary if there is an imminent danger or if a sudden event has occurred that requires the removal of all persons from the effected area as quickly as possible. The decision to order a mandatory evacuation rests with the Chief Municipal Official or his/her designee (EMD).

### **Self-Evacuation**

Self-evacuation occurs when no evacuation order is given, but individuals self-evacuate as a result of hearing media reports about an emergency.

### **Shelter-In-Place**

An alternative protective action is shelter-in-place. In some situations, especially certain chemical spills, it may be safer to remain inside until the danger has passed.

Shelter locations should be easily accessible from major roadways that will allow access to transportation. These locations should have back up power, food, and sanitary facilities. Documentation needs to be maintained for all citizens that endure sheltering for any event, either natural or manmade.



Citizen Corps volunteers (see Chapter 4) are a tremendous resource to assist the EMD with planning for and operating a mass care shelter. The American Red Cross (ARC) is a non-governmental organization (NGO) that can assist communities with sheltering. However, if the ARC hasn't certified your facility, it will not open or run your shelter. If the ARC opens a Red Cross shelter in your community, it will also have to be available for use by individuals from nearby communities, but will not be open to pets. There are several ARC shelter forms in Appendix A.

Animals are another entity that may require evacuation or sheltering and should be taken into consideration when planning for shelters. The State of Massachusetts Animal Response Team (SMART) is available to assist with issues involving animals at shelters. Its mission is to provide a timely and effective response to any intentional or unintentional emergency involving animals. More information on SMART is available on the MEMA web site at [www.mass.gov/mema](http://www.mass.gov/mema) or the SMART website at [www.smart-mass.org](http://www.smart-mass.org).

## Security

Law enforcement agencies will maintain security within an evacuated area and along the evacuation perimeter, based on safety and other circumstances. To encourage evacuation, public and private property must be protected against fire, looting, other hazards, or willful and/or malicious destruction of property. The public must be kept informed of these efforts.

## Evacuation Authority

The authority to issue mandatory evacuation orders rests with the Governor of the Commonwealth of Massachusetts as the Chief Executive. That authority is derived from Chapter 639 of the Acts of 1950. This law gives the Governor broad authorities to implement emergency measures to ensure the safety and health of the residents of the Commonwealth.

Although mandatory evacuations are possible under the law, they are rarely ever employed. The Commonwealth of Massachusetts usually recommends evacuations for storms, hazardous materials spills, and nuclear power emergencies. When available, evacuations are enforced by law enforcement agencies.





The Massachusetts Emergency Management Agency (MEMA) does not order evacuations, rather it drafts the appropriate documentation for a Declaration of Emergency by the Governor and works with emergency officials and the media to put the evacuation message out to the public.

In addition to the Governor's authority to order evacuation, there are several other officials who can order an evacuation. These officials include public health officials, local chief elected officials and local police and fire personnel. The legal basis for these local officials issuing evacuation orders comes from other state laws and regulations. Local officials should check with local counsel for guidance and specifics.

### **Critical Infrastructure Protection**

The United State Patriot Act of 2001 defines critical infrastructures as "those physical and cyber-based systems so vital to the operations of the United States that their incapacity or destruction would have a debilitating impact on national defense, economic security, or public safety." More specifically, critical infrastructures are those people, things, or systems that must be intact and operational in order to make daily living and working possible.

When considering the response to an incident at a critical incident location or system, the local EMD needs to consider Homeland Security Presidential Directive (HSPD) - 7. Signed on December 17, 2003, this directive established the policy of the United States to enhance the protection of national critical infrastructures against terrorist acts that would significantly diminish the responsibility of federal, state, and local governments to perform essential security missions and to ensure the general public health and safety. A copy HSPD-7 can be found in Appendix B.

The local EMD's major focus on critical infrastructure will be on mitigation and preparedness. The Critical Infrastructure Protection (CIP) process is an analytical model or template to guide the systematic protection of critical infrastructures that considers the following:

- Identifying critical infrastructures essential for mission accomplishment,
- Determining the threats against those infrastructures,
- Analyzing the vulnerabilities of threatened infrastructures,
- Assessing the risks of the degradation or loss of a critical infrastructure, and
- Applying countermeasures where risk is unacceptable.



CIP is not a product, it is a process to secure the effective protection of mission critical people and systems. While it may be impossible to prevent all attacks against critical infrastructures, CIP can reduce the chances of future attacks, make it more difficult for attacks to succeed, and mitigate the outcomes in the event they do occur. Thus, among all the important procedures or things involved in emergency preparedness, CIP is possibly the most essential component. Community leaders including those of emergency response organizations, have the responsibility to determine which infrastructures must be protected from attacks by people, nature, or hazardous materials accidents.

Local EMDs should also familiarize themselves with the National Infrastructure Protection Plan (NIPP). Released in 2006, the NIPP provides a coordinated approach to critical infrastructure and key resources (CI/KR) protection roles and responsibilities for federal, state, local, tribal, and private sector security partners. In addition, the NIPP sets national priorities, goals, and requirements for effective distribution of funding and resources which will help ensure that our government, economy, and public services continue in the event of a terrorist attack or other disaster.

The local EMD should take the IS-860: National Infrastructure Protection Plan course. This web-based FEMA Independent Study Course provides an introduction to the NIPP. The course can be accessed at:

[www.training.fema.gov/emiweb/IS/is860.asp](http://www.training.fema.gov/emiweb/IS/is860.asp)

Another source for the EMD to consider when dealing with CI/KR is Emergency Management and Response-Information Sharing and Analysis Center (EMR-ISAC). EMR-ISAC may be accessed through the US Fire Administration web site: [/www.usfa.dhs.gov/fireservice/subjects/emr-isac/](http://www.usfa.dhs.gov/fireservice/subjects/emr-isac/). Primarily, the EMR-ISAC disseminates information to bolster the infrastructure protection efforts of emergency first responders nationwide by considering, "What is CIP and why is it important?" In addition, the site covers:

- What are Critical Infrastructures?
- What is Critical Infrastructure Protection?
- Who is Responsible for CIP?
- What is the Mission of the EMR-ISAC?
- What Assistance does the EMR-ISAC Provide?
- CIP Subscription Information.



Further information on EMR-ISAC can be obtained from:

EMR-ISAC  
National Emergency Training Center  
16825 South Seton Avenue  
Emmitsburg, Maryland 21727  
Phone: (301) 447-1325  
E-mail: [emr-isac@dhs.gov](mailto:emr-isac@dhs.gov)  
Web: [www.usfa.dhs.gov/emr-isac](http://www.usfa.dhs.gov/emr-isac)

Another important tool in critical infrastructure protection is the Automated Critical Asset Management System (ACAMS). ACAMS is a free web-based information services portal that helps state and local governments build CI/KR protection programs in local jurisdictions. The system provides a set of tools and resources that help law enforcement, public safety and emergency response personnel to:

- Collect and use CI/KR asset data,
- Assess CI/KR asset vulnerabilities,
- Develop all-hazards incident response and recovery plans, and
- Build public/private partnerships.

Using ACAMS also provides state and local jurisdictions with a practical way to implement the National Infrastructure Protection Plan (NIPP), including the NIPP Risk Management Framework. The local EMD should work with a local Law Enforcement representative to contact the Commonwealth Fusion Center, which is operated by the Massachusetts State Police, to learn more about ACAMS.

Another good resource for the local EMD in the area of critical infrastructure is the Homeland Security Information Network (HSIN), a computer-based counterterrorism communications system connecting all 50 states, five territories, Washington, D.C., and 50 major urban areas. The Massachusetts version, HSIN-MA, has a section on critical infrastructure. Information and access to HSIN can be gained through the Commonwealth Fusion Center at <https://government.hsin.gov/sites/massachusetts/default.aspx>.



The local EMD needs to work with local law enforcement, fire service, EMS, and other allied professionals to identify sites within their community that are critical for continuity of government, municipal operations (COOP/COG) and, or general government or economic stability. As part of preparedness for an incident involving a CI/KR, the local EMD needs to review the emergency plans of the locations identified within his/her community to ensure that emergency contacts are updated annually. In addition, it is important to compare the response plans of various CI/KR to ensure emergency planning resources will not conflict when activated. For example, if several healthcare facilities within the community all needed to evacuate at the same time, do their transportation resources and evacuation destinations conflict?

The local EMD should also encourage facilities to have multiple evacuation destinations, in case the primary evacuation destination is unable to accept evacuees, and determine if their emergency plans are exercised and updated on a regular basis.

By their very nature, nuclear power plants and military installations meet the definition of critical infrastructure. Emergency managers with those types of facilities in their community, or in adjacent communities should include these specialized facilities in their Critical Infrastructure Protection planning process.



### **Recovery**

Recovery definition(s): 1) an act of recovering  
2) restoration or return to any former and better state of condition

The subject of recovery after an emergency can be as short as a day or as long as several years, depending on the size and impact of the emergency incident. It might be the cleanup after a car fire, or the cleanup after a major incident like Hurricane Katrina. The following is a very bare bones outline of some of the key items that the Emergency Manager will have to deal with during the recovery stage.

### **Safety Assessments**

Safety assessments should begin during the response phase, but will continue during the recovery phase. Damage to utilities should be noted, and the utility company notified as quickly as possible. Electrical, phone, and cable services are critical to safety and communications; while gas, water, propane, and oil are critical to the return to normal life allowing for heat and cooking.

### **Security Needs Assessment**

At times during emergencies, certain areas must be restricted from public access either to prevent injury, or to stop looting or other illegal activity. It is important, then, to conduct a security needs assessment and arrange for sufficient personnel to keep both citizens and property safe.

### **Priority Order**

Once damage assessments are done it will be necessary to determine the order in which cleanup or repair is done, on at least an emergency basis. Many factors will have to be taken into account, but it is important to place businesses that supply critical items like food, fuel, hardware, and paper products like toilet paper high on the list of priorities. Businesses that have the capability of refrigerated storage should also be seen to quickly.



## **Critical Commodities**

Part of the prioritization decisions need to take into account the continuing need for steady supplies of food, bottled water, fuel, heating oil, and gas, as well as basic household commodities, and supplies for rebuilding.

## **Debris Management**

Debris management is an important part of recovery, and might require anything from a shovel to cranes and excavators. The management part will deal with what is needed to pick it up, where it can be placed, and how to get it there.

As part of debris management, suitable locations for both temporary and permanent storage and disposal sites may need to be identified for all types of debris. Temporary storage is often required when permanent locations are not accessible or take too much time to reach during or immediately after an emergency.

## **Natural Debris**

This might refer to dirt, rocks, trees, limbs/branches, and other natural substances that have moved and are blocking roads or creating other hazards. It may also refer to snow which in many circumstances must be removed from an area.

## **Building Demolition Debris**

This might be the remains of buildings that have either burned, fallen, or have had to be demolished. This type of debris may contain hazardous material such as asbestos.

## **Hazardous Materials**

In some cases, known large amounts of toxic or hazardous materials will be present during debris removal. In this case, it is critical that trained hazardous materials teams be on scene during this part of the project.



## The Declaration Process

### Initial Damage Assessment

If a disaster is large enough, federal financial assistance can be obtained through a federal disaster declaration. The first step in this process is obtaining an initial damage assessment. The emergency manager has the responsibility for reporting an estimate of the costs. The assessment starts almost immediately with the start of the event. Most often, MEMA will ask that you report any damages and costs associated with disaster response on an initial damage assessment form. (Initial Damage Assessment Form in Appendix A).

Here are some keys to helping the emergency manager obtain the best information:

- Good preparation before an event can often make this process much more efficient.
- Begin keeping a record of all reports of damage and update them as more information comes in.
- Much of your information will be obtained from other departments in the community. Your public works, police, fire and other departments all have information about costs/damages associated with any incident. Ask them to keep good records and take pictures of damages as appropriate. All departments within your community should report estimated costs for damages, debris removal etc.
- The window for pulling this information together after a disaster is usually only 48-72 hours. Making sure that all departments are aware before a disaster occurs that they will need to provide information will make the emergency managers job much easier.
- The emergency manager often has a more difficult time reporting damages to private property (i.e. individuals and families, and businesses). Pump lists, 911 reports, and human services agencies (American Red Cross, Salvation Army, etc) are all good sources for general information about impact.



### **Preliminary Damage Assessment**

If it seems that there is enough information to suggest that the state and your county may meet federal disaster thresholds, the emergency manager may be asked to assist in a Preliminary Damage Assessment.

- MEMA will take all of the assessments that you provide along with those of the other communities in your county.
- The emergency manager (or a designee) would escort federal and state teams to assist in verification of the damages.
- If the state meets the thresholds, then the Governor will ask for a Federal Declaration.





## **Federal Disaster Declarations**

### **Major Declaration for Public Assistance**

The objective of the Federal Emergency Management Agency's (FEMA) Public Assistance (PA) Grant Program is to provide assistance to state, tribal and, local governments, and certain types of private non-profit organizations so that communities can quickly respond to, and recover from, major disasters or emergencies declared by the President.

Through the PA program, FEMA provides supplemental federal disaster grant assistance for debris removal, emergency protective measures, and the repair, replacement, or restoration of disaster damaged, publicly owned facilities and the facilities of certain private non-profit (PNP) organizations. The PA program also encourages protection of these damaged facilities from future events by providing assistance for hazard mitigation measures during the recovery process.

### **Major Disaster Declaration for Individual Assistance**

The objective of the FEMA's Individuals and Households Program is to provide provisional assistance to homeowners and renters that will assist with home repair, housing, rental assistance, and personal property and more. Other programs are also turned on with a declaration for Individual Assistance (IA). These include: crisis counseling, disaster legal assistance, disaster unemployment benefits, and the Small Business Administration Loan Program.

### **The Small Business Administration Loan Program**

This program is designed to assist homeowners, renters, businesses, and not-for-profit organizations with low interest loans that can be used for disaster related expenses. The program will automatically be turned on with a major declaration for Individual Assistance. Some disasters that do not meet the thresholds needed for a major disaster declaration, might still meet the thresholds for a Small Business Administration declaration.



### **Providing Emergency Assistance**

Assistance on many levels and from many places is available to private, commercial and municipal entities during and after emergencies. It might come from state or federal agencies, or non-governmental agencies like the Red Cross. Knowledge of what is available and how to initiate the assistance is an important part of the manager's job. Here are some keys to help ensure that the community is best prepared to assist those in their community to recover:

- Community and state organizations are critical to recovery even when a Federal Declaration has been declared. It is important to work with community agencies before a disaster to better understand what services they provide, the level of their capabilities, and any limitations that they may have.
- Non-governmental organizations (NGO) like the American Red Cross and Salvation Army are traditional resources, but many local and state agencies can also provide assistance in times of disaster.
- Enlist someone who can ensure that meeting basic human needs remains a consideration during the community's recovery efforts. The community should have a primary contact, perhaps from a local human services department or agency, who can assist in this capacity.



### Documentation

Documentation is critical during every aspect of recovery. There are many forms available that cover everything from preliminary damage assessments through costs incurred during cleanup and resolution. Documentation both in writing and photographically will be used to determine how much money will be reimbursed from state and federal sources. It will also act as your guide to what has to be done, what has been done and in what order.

### Continuity of Operations / Continuity of Government Planning (COOP/COG)

Will recovery be long enough to warrant initializing COOP / COG protocols? COOP plans should exist for all of the departments in town. When it appears that the locations housing these departments will not be available for some length of time, the plans for alternative locations should be implemented. (The local COOP template is included in Appendix A)

### Massachusetts Recovery Alliance

The Massachusetts Recovery Alliance (MRA) brings together state agencies, federal agencies, communities, nongovernmental agencies, and private sector entities with recovery phase responsibilities. The MRA provides a coordinated effort to meet the needs of a disaster at any level. The goal of this recovery group is to assist individuals, families, businesses, and communities in post-disaster recovery efforts by establishing a framework that will increase pre and post disaster information sharing, collaboration, and effectiveness to better ensure that needs are being met. The MRA provides a unified forum to establish mechanisms for transition from immediate response to recovery. It also helps leverage all state assets to ensure that federal support and relief is maximized.







## Chapter 4

### Volunteer Programs

#### Citizen Corps Programs

After September 11, 2001, America witnessed a outpouring of selflessness and heroism. People in every corner of the country asked, "What can I do?" and "How can I help?" Citizen Corps was created to help all Americans answer these questions through public education and outreach, training, and volunteer service. Citizen Corps Councils help drive local citizen participation by coordinating Citizen Corps programs, developing community action plans, assessing possible threats, and identifying local resources. [www.citizencorps.gov](http://www.citizencorps.gov)

Programs that fall under the banner of the Citizen Corps include: Community Emergency Response Teams (CERT), Fire Corps, USA on Watch, Medical Reserve Corps (MRC), and Volunteers in Police Service (VIPS). A brief description of each program is listed below.

#### Community Emergency Response Team



The Community Emergency Response Team (CERT) Program educates people about disaster preparedness and trains them in basic disaster response skills, such as fire safety, light search and rescue, and disaster medical operations. Using their training, CERT members can assist others in their neighborhood or workplace following an event and can take a more active role in preparing their community. The program is administered by DHS. [www.citizencorps.gov/cert](http://www.citizencorps.gov/cert)

#### Fire Corps



The Fire Corps promotes the use of citizen advocates to enhance the capacity of resource-constrained fire and rescue departments at all levels: volunteer, combination, and career. Citizen advocates can assist local fire departments in a range of activities including fire safety outreach, youth programs, and administrative support. Fire Corps provides resources to assist fire and rescue departments in creating opportunities for citizen advocates and promotes citizen participation. Fire Corps is funded through DHS and is managed and implemented through a partnership between the National Volunteer Fire Council, the International Association of Fire Fighters, and the International Association of Fire Chiefs. [www.firecorps.org](http://www.firecorps.org)



## USA on Watch



USA on Watch (UOW)-Neighborhood Watch works to provide information, training and resources to citizens and law enforcement agencies throughout the country. In the aftermath of September 11, 2001, Neighborhood Watch programs have expanded beyond their traditional crime prevention role to help neighborhoods focus on disaster preparedness, emergency response, and terrorism awareness. USA on Watch-Neighborhood Watch is administered by the National Sheriffs' Association in partnership with the Bureau of Justice Assistance, U.S. Department of Justice (DOJ). [www.usaonwatch.org](http://www.usaonwatch.org)



## Medical Reserve Corps

The Medical Reserve Corps (MRC) Program strengthens communities by helping medical, public health, and other volunteers offer their expertise throughout the year as well as during local emergencies and other times of community need. MRC volunteers work in coordination with existing local emergency response programs and also supplement existing community public health initiatives, such as outreach and prevention, immunization programs, blood drives, case management, care planning, and other efforts. The MRC program is administered by the Department of Health and Human Services. [www.medicalreservecorps.gov](http://www.medicalreservecorps.gov).

## Volunteers in Police Service



Volunteers in Police Service (VIPS) works to enhance the capacity of state and local law enforcement to utilize volunteers. VIPS serves as a gateway to resources and information for and about law enforcement volunteer programs. Funded by DOJ, VIPS is managed and implemented by the International Association of Chiefs of Police. [www.policevolunteers.org](http://www.policevolunteers.org)

In order to start a Citizen Corps program you must first seek the approval from your local or regional Citizen Corps Council. This Council is the local equivalent of the Statewide Citizen Corps Council and has been established at the local point of contact for all Citizen Corps partner programs. The local Council is also responsible for applying for and distributing any grant funding made available to the Citizen Corps programs.



### Other Volunteer Programs

#### Voluntary Organizations Active in Disaster



Voluntary agencies, faith-based organizations, and community organizations play an essential role in any community's disaster recovery efforts. They provide life-sustaining assistance such as food, clothing, and emergency shelter. They also help individuals and families conduct the cleanup and repairs necessary to allow them to return to their homes. Agencies are always looking for volunteers to assist people in recovering from disasters. They need volunteers who are trained and ready to respond when disaster strikes. [www.nvoad.org](http://www.nvoad.org)

#### Connect and Serve



Connect and Serve is the Massachusetts volunteer web portal that connects citizens with volunteer organizations in their communities. Connect and Serve is the Commonwealth's initiative to increase volunteerism. Organizations may post volunteer positions on Connect and Serve that they are seeking to fill, and individuals may use the site to search for opportunities to volunteer.

[www.volunteersolutions.org/mass-service/volunteer/](http://www.volunteersolutions.org/mass-service/volunteer/)

#### Massachusetts Association of Emergency Management Professionals



The Massachusetts Association of Emergency Management Professionals (MAEMP) represents professionals in both the public and private sector who have a responsibility for, or an interest in the field of emergency management and making Massachusetts a safer place to live and work. As their logo indicates, the Association accomplishes this objective through prevention, preparedness, coordinated response and recovery efforts. More information about MAEMP may be found at [www.maemp.org](http://www.maemp.org).





# HOMELAND SECURITY ADVISORY SYSTEM

**SEVERE**

SEVERE RISK OF  
TERRORIST ATTACKS

**HIGH**

HIGH RISK OF  
TERRORIST ATTACKS

**ELEVATED**

SIGNIFICANT RISK OF  
TERRORIST ATTACKS

**GUARDED**

GENERAL RISK OF  
TERRORIST ATTACKS

**LOW**

LOW RISK OF  
TERRORIST ATTACKS





### Chapter 5

## National Incident Management System (NIMS)

### Background of NIMS

While most emergency situations are handled locally when there is a major incident, help may be needed from other jurisdictions, the state, or the federal government. The National Incident Management System (NIMS) provides a consistent nationwide template to establish a model for federal, state, tribal, local governments, private sector, and non governmental organizations to work together effectively and efficiently to prepare for, prevent, respond to, and recover from, domestic incidents, regardless of cause, size or complexity, including acts of catastrophic terrorism. NIMS benefits include a unified approach to incident management, standard command and management structure, and an emphasis on preparedness, mutual aid, and resource management.

### Components of NIMS

- **Command and Management** is the incident command system for NIMS centered on three main areas: the Incident Command System (ICS), Multiagency Coordination Systems (MAC) and Public Information Systems.
- **Preparedness** involves actions to establish and sustain prescribed levels of capability necessary to execute a full range of incident management operations. The NIMS envisions a unified approach to preparedness, integrating all levels of government and the private sector. NIMS preparedness is implemented through a continuous cycle of planning, training, equipping, exercising, evaluating, and taking action to correct and mitigate.
- **Resource Management** involves coordinating and overseeing the application of tools, processes, and systems that provide incident managers with timely and appropriate resources during an incident. Resources include personnel, teams, facilities, equipment, and supplies. Generally, resource management coordination activities take place within EOCs.



- *Communications and Information Management* is to develop a common operating picture for communications and systems interoperability.
- *Supporting Technology* is intended to provide scientific and technological solutions to support ongoing NIMS integration.
- *Ongoing Management and Maintenance* will be accomplished by the National Integration Center (NIC) Incident Management Systems Integration Division through a multi-jurisdictional and multi-disciplinary collaborative process. The NIC has issued guidance and technical assistance documents for the implementation of NIMS.

### **NIMS Adoption**

The jurisdiction legally adopts NIMS by a proclamation from Chief Municipal Officer. Once adopted, the jurisdiction qualifies for federal & state funding.

HSPD-5 identifies eleven first responder disciplines: Emergency Management, Emergency Medical Services, Fire Service, Hazardous Materials, Governmental Administrative, Health Care, Law Enforcement, Public Health, Public Safety, Communications, and Public Works.



## Training

Courses in the Incident Command System (ICS) include ICS-100, ICS-200, ICS-300, ICS-400, and NIMS including IS-700 and IS-800. All first responder disciplines minimally require ICS-100 and IS-700. Supervisors and Managers require ICS-200, ICS-300, ICS-400, and IS-800 depending upon their supervisory level within the jurisdiction. See the link below for details on personnel training level requirements. [www.mass.gov/eopss](http://www.mass.gov/eopss)

The local jurisdiction should conduct an annual NIMS training assessment. Training should be scheduled for personnel as needed.

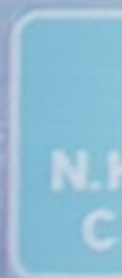
Courses may be taken on-line at [www.training.fema.gov/IS/crslist.asp](http://www.training.fema.gov/IS/crslist.asp) through the federal Emergency Management Institute or via MEMA (508) 820-2000 or [www.mass.gov/mema](http://www.mass.gov/mema) then click on "Training Department." This website lists a MEMA training calendar for available courses and a user registration system link.

The application of NIMS principles must be included in the evaluation of an exercise or critique of an actual event. Example: Did first responders use common terminology, the ICS structure, and ICS forms?

Need more information? Contact the Executive Office of Public Safety and Security EOPSS Main Office (617) 727-7775 or via the web at [www.mass.gov/eopss](http://www.mass.gov/eopss).

## NIMSCAST

National Incident Management System Compliance Assistance Support Tool) is a web-based self-assessment instrument to evaluate and report their jurisdiction's achievement of all NIMS implementation activities released since 2004 and to measure compliance with NIMS requirements, as determined by the National Integration Center. See [www.fema.gov/nimscast/index.jsp](http://www.fema.gov/nimscast/index.jsp)





## Appendix A

### Forms and Templates

#### **American Red Cross:**

Shelter Facility Survey Form  
National Shelter System Data Form  
Shelter Agreement Instructions  
Shelter Agreement Form

#### **Continuity of Operations (COOP) Planning:**

Community COOP Plan Template

#### **Criminal Offender Record Information (CORI):**

CORI Certification Application  
CORI Model Policy Template  
CORI Request Form Template

#### **Emergency Operations Center (EOC):**

EOC Forms from the CEM Plan

#### **Federally Declared Disasters:**

90-49 Request for Public Assistance FORM  
90-091 - Project Worksheet - Paperwork Burden Disclosure Notice  
90-091a - Project Worksheet - Damage Description and Scope of Work Continuation Sheet  
90-091b - Project Worksheet - Cost Estimate Continuation Sheet  
90-091c - Project Worksheet - Maps and Sketches Sheet  
90-091d - Project Worksheet - Photo Sheet  
90-118 - Validation Worksheet  
90-119 - Project Validation Form  
90-120 - Special Consideration Questions  
90-121 - PNP Facility Questionnaire  
90-122 - Historic Review Assessment for Determination of Adverse Effect  
90-123 - Force Account Labor Summary Record  
90-124 - Materials Summary Record  
90-125 - Rented Equipment Summary Record  
90-126 - Contract Work Summary Record  
90-127 - Force Account Equipment Summary Record  
90-128 - Applicant's Benefits Calculation Worksheet  
SF-424 - Application for Federal Assistance  
SF-424d - Assurances - Construction Programs  
SF 424b - Assurances - Non-Construction Programs



## **Incident Command System (ICS):**

ICS-201:	Incident Briefing
ICS-202:	Incident Objectives
ICS-203:	Organization Assignment List
ICS-204:	Division Assignment List
ICS-205:	Incident Radio Communications Plan
ICS-205T:	Personnel Telephone List
ICS-206:	Medical Plan
ICS-207:	ICS Chart
ICS-209:	Incident Status Summary
ICS-211:	Incident Check-in List
ICS-213:	General Message
ICS-214:	Unit Log
ICS-215:	Operational Planning Worksheet
ICS-215A:	Incident Action Plan Safety Analysis
ICS-216:	Radio Requirements Worksheet
ICS-218:	Support Vehicle Inventory
ICS-220:	Air Operations Summary
ICS-221:	Demobilization Check-out List
ICS-223:	Incident Action Plan
ICS-224:	Crew Performance Rating
ICS-225:	Incident Personnel Performance Rating
IMT-1:	Incident Management Team Check List
Logistics Plan	
Safety Plan	
Incident Prioritization Matrix	

## **Local Declaration of Emergency:**

Local Declaration of Emergency Template	
Local Standard Operating Procedures (SOP) Draft	

## **State Emergency Response Commission:**

Applications for Certification	
	Local - Start-up, Provisional, Full
	Regional - Start-up, Provisional, Full
HAZMAT Plan Templates	
	Local
	Regional



## Appendix B

### Laws, Regulations, and References

#### **Acronyms List:**

Federal Acronyms List

#### **Comprehensive Emergency Management Plan:**

Introduction to eCEMP

Planning Considerations

#### **Emergency Management Director:**

Duties of the Local Emergency Management Director

#### **Emergency Support Functions (ESF):**

Emergency Support Functions – List & Descriptions

#### **Health and Homeland Alert Network:**

HHAN 2.0 User Guide

MEMA HHAN Protocol

#### **Homeland Security Presidential Directives:**

HSPD Numbers 5, 7, and 8 - Letter to Governors

HSPD Number 5 - Full Text

HSPD Number 5 - Summary

HSPD Number 7 - Full Text

HSPD Number 8 - Full Text

HSPD Number 8 - Summary

#### **Incident Management Team:**

Basic Guidance for PIOs 12-06-07

ICS Core Competencies 9-2007

Incident Commander Job Aid

Finance-Admin Section Chief

Incident Commander

Liaison Officer

Logistics Section Chief

Operations Section Chief

Planning Section Chief

Public Information Officer

Safety Officer



## **Joint Field Operations - National Response Framework:**

JFO - Activation and Operations

JFO - Field Operations Guide

JFO - Standard Operation Procedures and Annexes

## **National Incident Management System (NIMS):**

NIMS 5 year Training Plan 9-2007

NIMS & NIMSCAST Glossary of Terms

NIMS Compliance Corrective Action Plan Guide

NIMS Full Document

NIMSCAST User Guide

## **NIMS Resource Typing Manuals:**

Resource Typing Criteria Guide

Resource Credentialing Definition and Criteria Guide

Animal Health

EMS

Example of Completed Form

Fire and Haz-Mat

Health and Medical

Incident Management

Law Enforcement

Mutual-Aid Terms Glossary

Public Works

Search and Rescue

## **National Infrastructure Protection Plan:**

NIPP Plan - Full Text

NIPP Plan - Summary

## **State Comprehensive Emergency Management Plan:**

State Comprehensive Emergency Management Plan

## **State and Federal Emergency Management Laws:**

Chapter 639 of the Acts of 1950 - Massachusetts

Evacuation Authority in Massachusetts

Governor's Authority Under a State of Emergency

Homeland Security Act of 2002 - Federal

Public Records Law - Public Safety Exemption

Stafford Act - Rev. 2007 - Federal



**State Emergency Response Commission:**

Sara Title III - Full Text

EPA Emergency Planning and Community Right-to-Know (EPCRA) Overview

National Response Team NRT-1 Guidelines

EPA List of Lists

Emergency Response Guidebook (2004 Edition)

SERC Handbook (2007 Edition)

**Volunteer Protection Act:**

Volunteer Protection Act - Full Text

# Public Safety

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## OUR ORGANIZATION

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## KEY RESOURCES

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## Massachusetts Emergency Management Agency

### Welcome from Director Don Boyce

Welcome to the Massachusetts Emergency Management Agency (MEMA) website.

### John Tommaney to BC



John Tommaney, MEMA's Recovery Branch Chief is leaving the Agency to take on the post of Emergency Management at College. John was recently honored for his 15 years of service to

### MEMA Training Department Awarded 'Logan Stars'



The Massachusetts Port Authority awarded MEMA Training Manager Graham Campbell and Executive Coordinator Mike Russas with Massport's first "Logan Star"

The award honors non-Massport employees at Logan International Airport whose actions epitomize the highest level of customer service.

### BAA, DPH & MEMA Conduct Boston Marathon Medical Forums



## Appendix C

### Comprehensive Website List

#### National Agencies & Organizations

American Red Cross (ARC):

<http://www.redcross.org>

Community Emergency Response Team (CERT):

<http://www.citizencorps.gov/cert>

<http://www.cert-la.com/index.shtml>

Department of Homeland Security (DHS):

<http://www.dhs.gov/index.shtm>

Emergency Management Assistance Compact (EMAC):

<http://www.emacweb.org>

Emergency Management Accreditation Program (EMAP):

<http://www.emaponline.org>

Emergency Management (EM):

<http://em.nemaweb.org>

Federal Emergency Management Agency (FEMA):

<http://www.fema.gov>

Medical Reserve Corps (MRC):

<http://www.medicalreservecorps.gov/HomePage>

National Emergency Management Association (NEMA):

<http://www.nemaweb.org>

Office of the Secretary of Defense (OSD)

<http://www.defenselink.mil/osd>

Radio Amateur Civil Emergency Service (RACES):

<http://www.usraces.org>



## Commonwealth of Massachusetts Agencies and Organizations

Department of Fire Services (Massachusetts):

<http://www.mass.gov/dfs>

Massachusetts Association of Emergency Management Professional (MAEMP):

<http://www.maemp.org>

Massachusetts Emergency Management Agency (MEMA):

<http://www.mass.gov/mema>

Massachusetts Disaster Medical Assistance Team (DMAT):

DMAT-1: Boston: <http://www.ma1dmat.org/mambo>

DMAT-2: Worcester: <http://www.dmatma2.com>

Massachusetts Task Force 1 - FEMA Urban Search and Rescue and Response System

FEMA US&R MA TF-1:

<http://www.matf.org>

State of Massachusetts Animal Response Team (SMART):

<http://www.smart-mass.org>

## Weather Related

National Hurricane Center:

<http://www.nhc.noaa.gov>

National Weather Service – Boston:

<http://www.erh.noaa.gov/box>

National Weather Service – National:

<http://www.weather.gov>

National Weather Service – Storm Prediction Center:

<http://www.spc.noaa.gov>

National Weather Service –Space Weather:

<http://www.swpc.noaa.gov>



## Homeland Security Advisory Councils

National Association of Regional Councils:

<http://www.narc.org/activities/homeland-security-2.html>

Central Massachusetts Regional Planning Commission (CMRPC) &

Central Region Homeland Security Council:

<http://www.cmrpc.org>

Northeast Regional Homeland Security Advisory Council (NERAC):

<http://www.nerac.us>

Western Regional Homeland Security Advisory Council (WRHSAC):

<http://www.wrhsac.org>

## Forms Related

Applied Technology Council (Damage Assessment Forms):

<http://www.atcouncil.org/fandp.shtml>

Incident Command System (ICS) forms:

[http://www.training.fema.gov/EMIWeb/IS/ICSResource/ICSResCntr\\_Forms.htm](http://www.training.fema.gov/EMIWeb/IS/ICSResource/ICSResCntr_Forms.htm)

FEMA Forms:

<http://www.fema.gov/help/forms.shtml>

Office of the Secretary of Defense (OSD) (Forms):

<http://www.defenselink.mil/osd>



## Reference Guides and Tools

Acronym Finder

<http://www.acronymfinder.com/>

Acronyms List (Federal Official List):

[http://www.fema.gov/pdf/plan/prepare/faatlist03\\_05.pdf](http://www.fema.gov/pdf/plan/prepare/faatlist03_05.pdf)

(Electronic) Comprehensive Emergency Management Plan (eCEMP)

<https://ecemp.chs.state.ma.us/MemaCem/memalogin.aspx>

Computer-Aided Management of Emergency Operations (CAMEO):

<http://www.epa.gov/emergencies/content/cameo/index.htm>

Continuity of Operations Plan (COOP):

<http://www.fema.gov/government/coop/index.shtm>

Template: <http://www.mass.gov/mema>

FEMA Ready.gov:

<http://www.ready.gov>

Google Earth:

<http://earth.google.com>

Local Standard Operating Procedure (SOP) Draft Guidance:

<http://www.mass.gov/mema>

Massachusetts Geographical Information System (GIS):

<http://www.mass.gov/mgis/massgis.htm>

Risk & Vulnerability Assessment Tool:

<http://www.csc.noaa.gov/rvat>

WebEOC – Massachusetts:

<http://www.memanet.org/eoc6>



## **National Incident Management System (NIMS) & ICS Related**

ICS Core Competencies Guide:

<http://www.fema.gov/library/viewRecord.do?id=2948>

National Integration Center (NIC):

<http://www.fema.gov/emergency/nims>

NIMS Online:

<http://www.nimsonline.com>

National Response Plan (NRP):

[http://www.dhs.gov/xprepresp/committees/editorial\\_0566.shtm](http://www.dhs.gov/xprepresp/committees/editorial_0566.shtm)

National Response Framework (NRF): (replaces NRP – yr 2008):

<http://www.fema.gov/emergency/nrf>

NIMS Compliance Assistance Support Tool (NIMSCAST):

<https://www.fema.gov/nimscast/index.jsp>

NIMSCAST Guidance Manual:

<http://www.fema.gov/nimscast/img/pdf/NimcastUsersGuide.pdf>

NIMS Compliance Corrective Action Plan Guide:

[http://www.fema.gov/pdf/emergency/nims/ng\\_0107.pdf](http://www.fema.gov/pdf/emergency/nims/ng_0107.pdf)

NIMS Full Document:

[http://www.fema.gov/pdf/emergency/nims/nims\\_doc\\_full.pdf](http://www.fema.gov/pdf/emergency/nims/nims_doc_full.pdf)

NIMS Guide:

<http://www.fema.gov/emergency/nims/rm/guide.shtm>

Resource Credentialing Definition and Criteria Guide:

[http://www.fema.gov/pdf/emergency/nims/ng\\_0002.pdf](http://www.fema.gov/pdf/emergency/nims/ng_0002.pdf)

Resource Typing Criteria Guide:

[http://www.fema.gov/pdf/emergency/nims/ng\\_0001.pdf](http://www.fema.gov/pdf/emergency/nims/ng_0001.pdf)



## **Training Related**

FEMA Independent Study – Emergency Management Institute:

<http://www.training.fema.gov/IS>

MEMA Training Registration System:

<http://www.mass.gov/mema>

## **Local Emergency Planning Committee Related**

Emergency Planning & Community Right-to-Know Act (EPCRA):

<http://www.epa.gov/lawsregs/laws/epcra.html>

Forms: <http://www.ecy.wa.gov/epcra/reportingform.html>

## **Criminal background Related**

Criminal History Systems Board (CHSB) &

Criminal Offender Record Information (CORI):

<http://www.mass.gov/chsb>





## Massachusetts Emergency Management Agency

[www.mass.gov/mema](http://www.mass.gov/mema)

### Agency Contact Information

MEMA Headquarters  
400 Worcester Road  
Framingham, MA 01702  
Phone (508) 820-2000 Fax (508) 820-2030

Department	Phone Number
Director's Office	(508) 820-2014
Operations (Non Emergency)	(508) 820-2019
Operations (EOC)	(508) 820-2080
Communications	(508) 820-2023
Logistics	(508) 820-1426
Training	(508) 820-1405
Training (Exercises)	(508) 820-2018
Training (TRS Support)	(508) 820-2036
Planning	(508) 820-2008
Planning (eCEMP)	(508) 820-1454
COOP/COG	(508) 820-2034
Citizen Corps	(508) 820-1426
SERC	(508) 820-2053
SERC (Tier II)	(508) 820-1447
Disaster Recovery	(508) 820-2067
Hazard Mitigation	(508) 820-1445
Nuclear Planning	(508) 820-2040
Public Information	(508) 820-2002

### MEMA Region 1 (Essex, Middlesex, Suffolk Counties and the Town of Brookline)

365 East Street - Tewksbury, MA 01876 - (978) 328-1500

### MEMA Region 2 (Barnstable, Bristol, Dukes, Nantucket, Norfolk, and Plymouth Counties)

12 I Rear, Administration Road - Bridgewater, MA 02324 - (508) 697-3600

### MEMA Region 3/4 (Berkshire, Franklin, Hampden, Hampshire, & Worcester Counties)

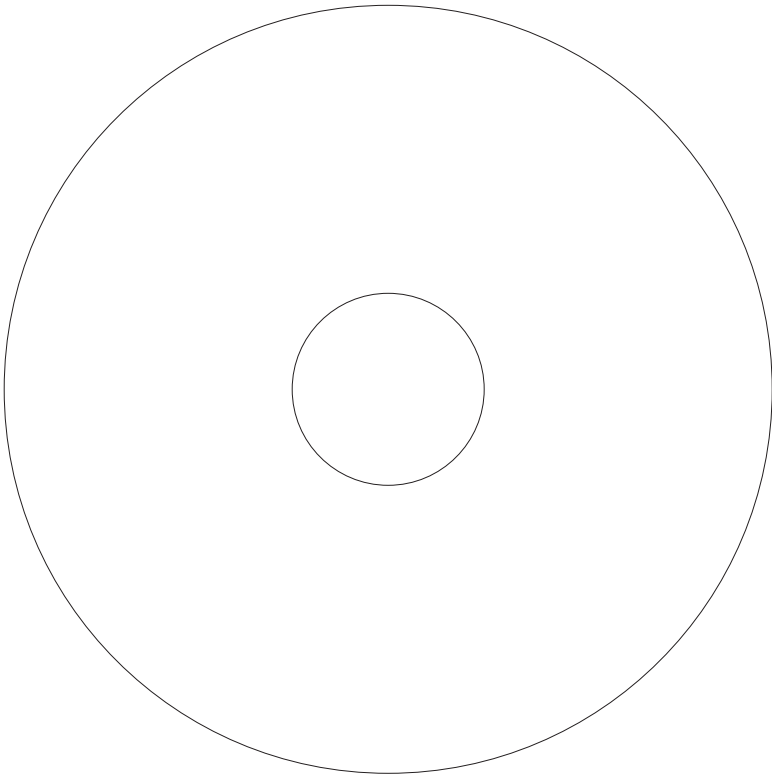
1002 Suffield Street - Agawam, MA 01001 - (413) 821-1500

Updates to the publication may be found periodically on the MEMA Website



## **Resource CD-ROM**

The CD-ROM attached to the following page contains all of the files referenced in the Appendices. Additional and updated information may be found on the MEMA website at [www.mass.gov/mema](http://www.mass.gov/mema)



*This Local Emergency Management Program Guidebook was produced and researched by the local Emergency Management Directors of the Commonwealth of Massachusetts with technical assistance from the Massachusetts Emergency Management Agency.*

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**Massachusetts Emergency Management Agency**

400 Worcester Road  
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[www.mass.gov/mema](http://www.mass.gov/mema)

